

Office of Problem and Pathological Gambling

Statewide Plan November 2006

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Mission

The mission of the Office of Problem and Pathological Gambling is to provide quality, research-driven leadership in prevention, intervention, and treatment for problem and pathological gamblers, their families, and communities.

Vision

The vision of the Office of Problem and Pathological Gambling is for a healthy California with resources available to assist people and their families suffering from the personal, social, and financial difficulties accompanying problem and pathological gambling behavior.

Introduction

BACKGROUND

The Department of Alcohol and Drug Programs (ADP) established the Office of Problem and Pathological Gambling, known as the Office of Problem Gambling (OPG), in 2003 as a result of Assembly Bill (AB) 673 (Welfare and Institutions Code §4369).

OPG is responsible for developing programs to address problem and pathological gambling. OPG will accomplish the following:

- Develop a statewide plan to address problem and pathological gambling
- Develop problem gambling prevention programs
- Develop a program to support treatment services
- Adopt regulations necessary to administer the programs
- Develop priorities for funding services and criteria for distributing program funds
- Monitor expenditures of State funds by organizations receiving program funding
- Evaluate effectiveness of services provided through the programs

The State Legislature has outlined specific strategies that will be implemented as part of a Problem Gambling Prevention Program. These include a toll-free telephone helpline, a public awareness campaign, empirically-driven research studies, training for healthcare professionals, and training for gambling industry personnel.

PREVALENCE OF PROBLEM GAMBLING

Increased availability of legalized gambling opportunities over the last few years has increased the risk of gambling-related problems affecting individuals, families, employers and communities. Additionally, gambling problems experienced by youth are significantly higher when compared to those of adults.

A 2006 report by the California Research Bureau estimated that problem and pathological gambling costs California society approximately \$1 billion (costs associated with crime, bankruptcy, public services, and public health).

Two important projects have been commissioned by OPG as precursors to the task of developing a prevention program.

The first is a Situational Assessment of Problem Gambling Services in California, completed in March 2005; the report assists in understanding the issues and challenges related to problem gambling services in California.

The report reviews a wide range of studies on key aspects of problem gambling services, illustrates approaches to the prevention and treatment of problem gambling, notes areas where existing research provides a sound knowledge base, and identifies areas where understanding is weak or non-existent.

The second project was the 2006 Adult Problem Gambling Prevalence Study, commissioned to provide current prevalence rates. The first prevalence study ever conducted specifically for California was in 1990, and the 2006 Study was one of the largest of its kind ever conducted in the United States. It was designed to identify the current scope and nature of problem gambling in California. This study estimated that nearly 1 million adult gamblers experience significant problems related to their gambling behavior.

OPG faces a significant challenge in addressing the needs of problem gamblers in the State. With a limited budget, OPG seeks cost-effective and efficient methods for achieving its goals. This will allow OPG to quickly establish critical programs for gambling-related problems, including:

- Learning from, and enhancing, existing resources from other jurisdictions (best practices from other states and countries)
- Implementing intervention and treatment programs
- Evaluating program outcomes
- Laying a foundation to create an infrastructure for statewide treatment programs
- Ensuring that programs and materials are culturally appropriate to serve the diverse ethnic populations in the State

PROBLEM GAMBLING ADVISORY GROUP

In late 2005, OPG invited representatives from specific State agencies and private key stakeholders, including the gambling industry, to form a Problem Gambling Advisory Group that met to provide input and guidance to the State planning process in the area of prevention and treatment. This plan incorporates many of their valuable contributions.

Over the course of several meetings, the Advisory Group identified the following issues facing OPG in its effort to develop a prevention and subsequent treatment program:

1. INFRASTRUCTURE

- There is a need for State-level coordination of problem gambling services infrastructure
- There is a need to partner problem gambling screening and services along with other healthcare-system protocols
- There is a need to incorporate problem gambling services within existing alcohol/drug and mental health program networks
- There is a need for state-supported training and certification of treatment providers
- There is a need to develop a treatment workforce trained on problem gamblingrelated issues with culturally appropriate approaches
- There is a need for multicultural printed materials to advertise existing helplines

2. PUBLIC AWARENESS

- There is a need to greatly increase public awareness about problem and pathological gambling behaviors and consequences
- There is a need for collaborative efforts among agencies and other state and national programs to expand the understanding of the issue from a public health perspective

3. RESEARCH AND EFFECTIVENESS OF SERVICES

- There is a need for effective and proven prevention and treatment programs in California
- There is a need for a system to collect data concerning problem gambling from existing programs

4. FUNDING

- There is a need for increased funding to address the magnitude of the problem and pathological gambling in California
- There is a need for increased funding to pay for needed treatment services
- Health insurance coverage is needed for treatment

The purpose of this Statewide Plan is to provide direction for addressing the issues outlined above, based on contributions from the Advisory Group and data from the Situational Assessment and other research.

This is intended to be a living document—one that will change and evolve as goals are accomplished and/or additional funding becomes available. The development and delivery of culturally appropriate treatment services are an essential endeavor for the Office. OPG plans to maintain an active Advisory Group for ongoing input regarding California's response to the issue of problem gambling. The plan will be revised in 2010.

Infrastructure

Issue Description

California has recently joined other states in a commitment to address problem and pathological gambling and has appropriated initial funding to develop a prevention program. In the past, existing prevention and treatment programs have been available via a loose network of private and non-governmental providers scattered throughout the State.

This Statewide Plan will lay a foundation for developing prevention programs and, subsequently, intervention and treatment services in California.

PREVENTION SERVICES

GOAL 1: Develop the framework for prevention programs

Objectives:

- Enhance existing state and non-governmental agencies' services by establishing a referral and service network of providers
- Promote inclusion of problem gambling in other health systems-screening protocols
- Establish a statewide prevention program following the directives of \$4369 of the Welfare and Institutions Code
- Focus efforts on high-risk population groups (i.e. youth, Asian/Pacific Islanders, seniors)

GOAL 2: Develop a problem gambling training and technical assistance prevention program for both the public and private sectors

- Provide training on the signs of problem gambling to alcohol and other drug (AOD) counselors, mental health personnel, marriage and family counselors, licensed therapists and employee assistance providers
- Provide training on the signs of problem gambling and available resources to gambling industry personnel
- Provide training on problem gambling prevention and related issues to law enforcement (probation officers), school personnel, and health and human services professionals

Intervention and Treatment Services

With the increase of legal gambling opportunities in California, there has also been an increase in the opportunity for the development of problem and pathological gambling disorders. Based on the 2006 California Problem Gambling Prevalence Study, nearly 1 million adults are determined to have significant, lifetime problems related to gambling.

Compounding this situation, there is a cultural acceptance of gambling by the public, as demonstrated by numerous charity raffles, poker tournaments, and high school casino nights. Many of these events have become major fundraising activities, generating significant revenues for non-profit groups.

Formalized treatment is an important tool for addressing and intervening with problem and pathological gambling disorders. Research shows that problem gamblers improve with proper treatment. Several treatment modalities are available and used in different combinations by treatment providers in California. These include pharmacotherapy (medications), psychotherapy (individual or group), interventions, and individual counseling. Three significant barriers to providing formal treatment exist:

- Lack of recognition and understanding by the general public of problem and pathological gambling behaviors
- Lack of funding to support sufficient treatment services required to address the needs in California
- Resistance (as with other addictive disorders) by problem and pathological gamblers to seek treatment due to denial, shame, or not knowing where to turn for help

Another issue that must be addressed is a shortage of certified treatment therapists in the State. Although the California Counsel on Problem Gambling (CCPG) has certified about 115 individuals over the past few years, there are still fewer than 30 certified therapists actively involved in providing treatment services. This shortage is due to limited medical insurance coverage and a lack of public funding for problem and pathological gambling services. The lack of available funding to cover problem gambling treatment translates into a lack of incentive for counselors and therapists to obtain the specialized training needed to work effectively with problem and pathological gamblers.

The current situation requires development of a model that will promote certification of trained professionals, encourage an increase in treatment providers, and increase public awareness of problem gambling and available resources.

The 24-hour toll-free helpline mandated by the Legislature can become the pivotal force behind this effort, with the ability to handle crisis management, information, and referral services for gambling-related problems.

GOAL 1: Develop self-help treatment tools for problem gamblers Objectives:

- Review successful self-help manuals from other jurisdictions, adapt them for a California-specific manual, and evaluate their effectiveness
- Offer the self-help manuals through OPG website and helplines to reach gamblers with no access to treatment providers
- Develop and evaluate multilingual self-help manuals and ensure they are linguistically appropriate to various ethnic groups

GOAL 2: Create an infrastructure for problem gambling treatment services Objectives:

- Develop a variety of responses to meet a broad spectrum of needs
- Increase awareness of treatment resources available for the general public
- Establish a statewide treatment program as funding becomes available

GOAL 3: Increase the workforce of trained counselors and treatment providers to work with problem and pathological gamblers

- With input from the Advisory Group, determine standards and practices required for a state-recognized training program for treatment professionals
- Encourage participation of counselors from different ethnic backgrounds to ensure cultural competency and proficiency

Public Awareness

Issue Description

California has recently begun addressing the issue of problem gambling in the State and has appropriated initial funding for a prevention program. Public education campaigns and outreach activities in the past have been undertaken, to a limited degree, by public and private organizations such as the California Council on Problem Gambling (CCPG), the California State Lottery, the NICOS Chinese Health Coalition (in San Francisco), and the gambling industry. Efforts have included posting signage at gambling venues, lottery outlets, and on lottery tickets; public service announcements; distribution of printed materials to helpline callers; community activities, such as presentations at schools; information tables at health fairs; informational workshops for civic organizations and professional groups; and training for personnel in gambling venues.

Other efforts to educate the public and healthcare professionals about the warning signs of problem gambling behavior, and to raise awareness of problem gambling services available in the State, include participation in National Problem Gambling Awareness Week, Responsible Gaming Education Week, public health fairs, and professional conferences.

The American Gaming Association (AGA) has designated one week in August as "Responsible Gaming Education Week." Casino properties and gaming equipment manufacturers engage gambling-industry employees in awareness-raising activities about underage and problem gambling, distribute informational material to both employees and customers, and introduce new employee training tools and resources.

In 2004, the voluntary Code of Conduct for Responsible Gaming was introduced by the AGA. Activities to support this initiative included workshops for employees and players, problem gambling posters at gambling venues, and responsible gambling messages in advertising.

In March 2006, the California Tribal Business Alliance adopted a Responsible Gambling Policy. The policy covers protection for patrons with gambling problems, availability of problem gambling assistance, casino advertising standards, underage gambling, service of alcoholic beverages, and employee awareness and training procedures.

Nevertheless, with all this activity, the general public's awareness of problem gambling and its impact on family and community remains extremely low.

The issue calls for a *concerted* and *continuous* effort to educate not only the public at large, but also healthcare professionals, law enforcement and other professionals and employees within the gambling industry.

What is clear to those organizations that have been involved in outreach programs is that the public's response to their education campaigns has been both immediate (increased calls to helplines) and urgent. The abiding frustration has been the lack of resources for referring people to treatment beyond self-help groups such as Gambler's Anonymous or Gam-Anon.

As a first step in developing a statewide Prevention Program, OPG will continue to implement those outlined in §4369 of the Welfare and Institutions Code. Once in place and properly funded, and in response to the compelling need expressed by the Problem Gambling Advisory Group, OPG will look towards developing the framework for a Treatment Program.

TARGETED PREVENTION PROGRAM FOR YOUTH

There are compelling reasons to target youth and young adults for prevention programs: research indicates a significant number of youth, ranging in age from 12 to 17, engage in some kind of gambling activity. Youth who gamble are twice as likely to develop problems than adults. Additionally, youth gambling often occurs in combination with other risk behavior and other mental health problems. Data from the most recent California Student Survey show that young people who gamble heavily are also much more likely to use alcohol and other drugs.

This program will seek to educate the public about inherent risks of gambling, targeting our most vulnerable citizens: youth and young adults. Although the under-age group and young adults will be the primary focus, an important secondary group will be parents, as influencers, and personnel in the school and college system. Effective outreach involves schools, families, and communities.

GOAL 1: Develop an awareness campaign to educate the public about the impact of problem gambling

- Provide radio and print advertisements statewide
- Utilize news media to extend coverage to stimulate interest in problem gambling
- Develop new prevention materials and adapt existing prevention literature
- Provide information in multiple languages

GOAL 2: Develop a youth-based outreach program

Objectives:

- Adopt and/or adapt existing school-based curricula, outreach programs, and/or prevention literature for prevention and intervention
- Alert parents and teachers about the risks of gambling for young people
- Consider developing an online prevention program for youth
- Develop a distribution system for prevention literature reaching parents and educators (i.e., through the school system)
- Guide youth-driven awareness programs

TOLL-FREE TELEPHONE HELPLINE

GOAL: Support a toll-free telephone hotline

Objectives:

- Develop treatment options and referrals for helpline callers
- Ensure availability of translation services for callers and multilingual materials

Website

GOAL: Enhance and build upon the current OPG website as a public awareness resource Objectives:

- Make prevention and treatment materials available by downloading or by ordering hardcopies through the ADP Resource Center
- Develop age-specific pages and downloads

Research & Effectiveness of Services

ISSUE DESCRIPTION

Currently, there is limited research data available on problem and pathological gambling. Evaluating effectiveness of all programs is essential and will be a challenging task in this new field of study.

The 1-800-GAMBLER helpline provides reliable data collection. The 2005 Situational Assessment of Problem Gambling Services in California "identifies the current status of problem gambling research, programs, and services; and is the first step in California's strategic planning." The 2006 California Problem Gambling Prevalence Survey assessed the extent and impact of problem gambling in California's adult population, identified groups most affected, and provided information about public knowledge of available resources.

There is an ongoing need for additional "empirically-driven research programs focusing one epidemiology / prevalence, etiology / causation, and best practices in prevention and treatment." (Welfare and Institutions Code §4369.2)

GOAL 1: Measure the impact of individual services

Objectives:

- Prioritize research needs
- Identify existing studies and consider funding additional modules
- Determine effective methods and strategies for providing services for special populations (i.e., youth, ethnic, women, seniors)

GOAL 2: Collaborate with existing systems for problem gambling data collection Objectives:

- Promote problem gambling care in mainstream health services and research agendas
- Seek to have problem gambling screening tools incorporated into existing data-collection systems such as CalOMS (California Outcomes Measurement System)
- Schedule additional prevalence studies at regular intervals

GOAL 3: Identify best practices

- Research, develop, and evaluate cost-effective interventions that can be replicated
- Research, develop and evaluate specific interventions for at-risk populations
- Coordinate with other public agencies and build upon the experience of other jurisdictions

Funding

Issue Description

California is projected to have approximately 1 million adults suffering from problem gambling. With a limited budget, OPG faces the challenge of providing cost-effective measures to address this far-reaching situation.

OPG will build on, or adapt, existing programs as a cost-effective strategy, and additional funding will be developed for implementing necessary programs throughout the State.

GOAL 1: Develop a strategy for increasing public understanding of the need for additional funding for problem gambling services

Objectives:

- Increase public awareness of problem gambling
- Implement proven prevention methods

GOAL 2: Develop a statewide budget model for implementing research, prevention and treatment programs

- Determine cost for implementing identified programs
- Identify cost benefits to society from implementing these programs
- Identify sources of funding





DEFINITION OF TERMS

AT-RISK: An identifiable population that is more vulnerable to developing problem gambling and related problems than the general population.

INFRASTRUCTURE: The basic facilities, training, education, research, policies, and services needed for a functioning system to address the needs associated with problem and pathological gambling.

INTERVENTION: A limited-term strategy offered with the aim of assisting an individual to prevent, reduce, or end problem gambling behavior. Intervention services may be provided in person, by telephone, online, by printed materials, or by a combination of these activities.

PROBLEM GAMBLING: Participation in any form of gambling to the extent that it creates a negative consequence to the gambler, the gambler's family, place of employment, or community. This includes patterns of gambling and subsequent related behaviors that compromise, disrupt, or damage personal, family, educational, financial, or vocational interests. The problem gambler does not meet the diagnostic criteria for pathological gambling disorder.

PATHOLOGICAL GAMBLING DISORDER: A treatable mental disorder meeting the diagnostic criteria set forth by the American Psychiatric Association's Diagnostic and Statistical Manual, Fourth Edition.

PROBLEM GAMBLING PREVENTION PROGRAMS: Programs designed to reduce the prevalence of problem and pathological gambling among California residents. These programs shall include, but are not limited to, public education and awareness, outreach to high-risk populations, early identification, and responsible gambling programs.



STATUTORY AUTHORIZATION

California State Welfare and Institutions Code

- 4369. There is within the State Department of Alcohol and Drug Programs, the Office of Problem and Pathological Gambling.
 - SEC. 4. Section 4369.1 of the Welfare and Institutions Code is amended to read:
 - 4369.1. As used in this chapter, the following definitions shall apply:
 - (a) "Department" means the State Department of Alcohol and Drug Programs.
 - (b) "Office" means the Office of Problem and Pathological Gambling.
- (c) "Pathological gambling disorder" means a progressive mental disorder meeting the diagnostic criteria set forth by the American Psychiatric Association's Diagnostic and Statistical Manual, Fourth Edition.
- (d) "Problem gambling" means participation in any form of gambling to the extent that it creates a negative consequence to the gambler, the gambler's family, place of employment, or community. This includes patterns of gambling and subsequent related behaviors that compromise, disrupt, or damage personal, family, educational, financial, or vocational interests. The problem gambler does not meet the diagnostic criteria for pathological gambling disorder.
- (e) "Problem gambling prevention programs" means programs designed to reduce the prevalence of problem and pathological gambling among California residents. These programs shall include, but are not limited to, public education and awareness, outreach to high-risk populations, early identification and responsible gambling programs.
 - SEC. 5. Section 4369.2 of the Welfare and Institutions Code is amended to read:
- 4369.2. (a) The office shall develop a problem gambling prevention program, which shall be the first priority for funding appropriated to this office. The prevention program shall be based upon the allocation priorities established by the department and subject to funding being appropriated for the purpose of this subdivision, and shall consist of all of the following:
- (1) A toll-free telephone service for immediate crisis management and containment with subsequent referral of problem and pathological gamblers to health providers who can provide treatment for gambling related problems and to self-help groups.

- (2) Public awareness campaigns that focus on prevention and education among the general public including, for example, dissemination of youth oriented preventive literature, educational experiences, and public service announcements in the media.
- (3) Empirically driven research programs focusing on epidemiology/prevalence, etiology/causation, and best practices in prevention and treatment.
- (4) Training of health care professionals and educators, and training for law enforcement agencies and nonprofit organizations in the identification of problem gambling behavior and knowledge of referral services and treatment programs.
- (5) Training of gambling industry personnel in identifying customers at risk for problem and pathological gambling and knowledge of referral and treatment services.
- 4369.2. (b) The office shall develop a program to support treatment services for California residents with problem and pathological gambling issues. The program shall be based upon the allocation priorities established by the department and subject to funding being appropriated for the purposes of this subdivision. These priorities shall also be based on the best available existing state programs as well as on continuing research into best practices and on the needs of California. The treatment program shall consist of all of the following components:
- (1) Treatment services for problem and pathological gamblers and directly involved family members. These treatment services will be created through partnerships with established health facilities that can provide treatment for gambling related problems, substance abuse facilities, and providers. State funded treatment may include, but is not limited to, the following: self-administered, home-based educational programs; outpatient treatment; residential treatment; and inpatient treatment when medically necessary.
- (2) A funding allocation methodology that ensures treatment services are delivered efficiently and effectively to areas of the state most in need.
- (3) Appropriate review and monitoring of treatment programs by the director of the office or a designated institution, including grant oversight and monitoring, standards for treatment, and outcome monitoring.
- (4) Treatment efforts shall provide services that are relevant to the needs of a diverse multicultural population with attention to groups with unique needs, including female gamblers, underserved ethnic groups, the elderly, and the physically challenged.
- 4369.2. (c) The office shall make information available as requested by the Governor and the Legislature with respect to the comprehensive program.

- SEC. 6. Section 4369.3 of the Welfare and Institutions Code is amended to read: 4369.3. In designing and developing the overall program, the office shall do all of the following:
- (a) Develop a statewide plan to address problem and pathological gambling.
- (b) Adopt any regulations necessary to administer the program.
- (c) Develop priorities for funding services and criteria for distributing program funds.
- (d) Monitor the expenditures of state funds by agencies and organizations receiving program funding.
 - (e) Evaluate the effectiveness of services provided through the program.
- (f) Notwithstanding any other provision of law, any contracts required to meet the requirements of this chapter are exempt from the requirements contained in the Public Contract Code and the State Administrative Manual, and are exempt from the approval of the Department of General Services.
- (g) The first and highest priority of the office with respect to the use of any funds appropriated for the purposes of this chapter shall be to carry out subdivision (a).
- (h) Administrative costs for the program may not exceed 10 percent of the total funding budgeted for the program.
 - SEC. 7. Section 4369.4 of the Welfare and Institutions Code is amended to read:
- 4369.4. All state agencies, including, but not limited to, the California Horse Racing Board, the California Gambling Control Commission, the Department of Justice, and any other agency that regulates casino gambling or card rooms within the state, and the Department of Corrections, the California Youth Authority, the State Departments of Health Services, Alcohol and Drug Programs, Mental Health, and the California State Lottery, shall coordinate with the office to ensure that state programs take into account, as much as practicable, problem and pathological gamblers. The office shall also coordinate and work with other entities involved in gambling and the treatment of problem and pathological gamblers.

Acknowledgments

The Office of Problem Gambling is grateful for the collaboration of the Problem Gambling Advisory Group. This Plan reflects their input, direction and guidance throughout the process, and it represents a document that has garnered valuable concurrence on an array of subjects and issues.

The members of the 2005-2006 Problem Gambling Advisory Group are as follows:

MEMBER	TITLE	AGENCY
Ron Bettencourt	Mental Health Specialist	California Department of Mental Health
Steven Buchholz	Chief Probation Officer	Chief Probation Officers Association
Terri Sue Canale	Program Manager	California Department of Justice
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MEMBER	TITLE	AGENCY
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John Phillips	Supervisor	California County Alcohol and Drug Program Administrators Association
Brenda Randle	Fiscal Analyst	California County Alcohol and Drug Program Administrators Association
Bruce Roberts	Executive Director	California Council on Problem Gambling
Sue Ross	Legislative Coordinator	California Horse Racing Board
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Office of Problem Gambling: Steve Hedrick, Deputy Director; Marguerite S. Cueto, Consultant; Celeste Bunnell, Secretary; Kathryn Frost, Associate Governmental Program Analyst (AGPA); Elizabeth West, AGPA; and Kevin Juan, Graphic Designer.



Mission

To lead efforts to reduce alcoholism, drug addiction and problem gambling in California by developing, administering and supporting prevention, treatment and recovery programs.

Vision

To have Californians understand that alcoholism, drug addiction and problem gambling are chronic conditions that can be successfully prevented and treated.



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